



# **R E P O R T**

of the

## **Mass Communication Study Team**

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## FOREWORD

This report is based on a survey and analysis of the use of mass communication in fostering and facilitating India's broad-scale development.

The survey was made in January and February 1963, by a team of internationally-known mass communication specialists sponsored by the Ford Foundation, in cooperation with a group of leading information officials of the Ministry of Information and Broadcasting. The team of Ford Foundation specialists was brought to India at the request of the Ministry of Information and Broadcasting, in connection with a proposal of the Ministry for establishment of an institution for training and research, to facilitate and expedite the growth of developmental mass communication in India.

Suggestions and cooperation were also extended by the Ministry of Community Development, Panchayati Raj and Co-operation, the Ministry of Food & Agriculture, the Ministry of Health, the Ministry of Education, the Ministry of External Affairs, numerous governmental institutions, educational institutions, several State Governments and State Publicity Departments, and officials of the districts, blocks and villages which were visited by the team. Cooperation was also extended by newspaper publishers, the Press Trust of India, Indian Press Institute, book publishers, printers, advertising organizations, and film producers.

The Ford Foundation specialists were : Dr. Wilbur Schramm, Team Leader, Director of the Institute for Communication Research, Stanford University; Mr. Lloyd Sommerlad, Department of Mass Communications, UNESCO, Paris; Mr. Robert B. Hudson, Vice-President, National Educational Television and Radio Centre, New York; Dr. C. Ray Carpenter, Director of the Bureau of Academic Research and Service, Pennsylvania State University; and Dr. R. Lyle Webster, Director of Information, U.S. Department of Agriculture.

Indian members of the Team, from the Ministry of Information and Broadcasting, were : Shri H. N. Agarwal, Deputy Secretary; Shri B. P. Bhatt, Director-General, All India Radio; Shri K. S. Mullick, Deputy Director-General (Programmes), All India Radio; Shri L. R. Nair, Director, Directorate of Advertising

and Visual Publicity; Shri M. L. Bhardwaj, Principal Information Officer, Press Information Bureau; Shri G. G. Mirchandani, Deputy Principal Information Officer, Press Information Bureau; Shri R. K. Chatterjee, Director, Directorate of Field Publicity; Lt. Col. H. V. Gupte, Director, Song and Drama Division; Shri S. Y. Ranade, Controller, Films Division; and Dr. A. R. Baji, Deputy Director, Research and Reference Division.

This report was developed in consultation with the Indian members of the team and is based largely on information supplied by them, supplemented by on-the-spot observations in selected areas. However, the analysis and detailed recommendations given here are those of the visiting Consultant-Specialists.

The Ford Foundation's specialists of the Mass Communication Team take this occasion to express deep appreciation to the Indian members of the Team for their able assistance. Gratitude is also expressed for the active cooperation of other Centre and State officials and non-officials in this study. The Team also wishes to thank Dr. Douglas Ensminger, Representative in India, the Ford Foundation, for his active interest and helpfulness in the Team's work, and to Mr. W. Bert Johnson and Dr. Linwood Hodgdon, Consultants of the Ford Foundation staff in New Delhi, who served with the Team and rendered valuable professional services.



## HIGHLIGHTS OF THE REPORT

- Efficient mass communication is important to national development everywhere because it is through communication that leaders lead, that a nation is bound together, and that the people of nation obtain the information and guidance they need to take part in national development. The mass media are particularly useful because they enable leaders to reach the masses directly and often, and because these media multiply the effectiveness of such scarce resources as expert teachers, subject-matter specialists, and extension workers.
- Mass communication is especially important to India's development because development requires millions of individual and group decisions for progress—decisions to change traditional attitudes and ways, to learn new skills, to pay for more skills, and the like. These decisions have to be based democratically on information and persuasion.
- India has made great progress since Independence. The question, however, is how to increase the *rate* of progress sufficiently now to overmatch the growth in population and meet the heavy demands involved in achieving a modernized economy. The situation demands that human resources be mobilised as fully as possible for this task. Efficient mass communication is essential for the mobilisation task.
- The basic communication needs of India at this time are for :
  - (1) Continuing efforts to obtain the best use of available information resources in support of national development;
  - (2) a continuing programme of communication training to provide expertness and effectiveness of communication at many levels;
  - (3) a continuing programme of communication research for direct and immediate use in development programmes; and
  - (4) a planned development of facilities and resources for communication growth in the future.
- The basic recommendation of this report is for establishment of a special resource to contribute in an important way to each of these major needs : *A Centre for Advanced Study in Mass Communication*. This institution would be action and problem-oriented. It would have responsibilities for consultation, for training, and for research and development.
- The proposed Centre should have a small staff to furnish consultation, on request, to (a) Centre Ministries, the Planning Commission, and State Planning Boards on the orderly and appropriate development of communication facilities and resources for national growth; and (b) agencies of the Central and State Governments, in their planning for the appropriate and effective use of communication methods and media in specific programmes of community development, agriculture, health, and similar fields.
- The proposed Centre should contribute to communication training at certain key points where it can be most widely helpful to the development programme. These key points should include : (a) Certain basic courses, for example, for the basic training of new Central

Information Service personnel and information personnel from the States; (b) certain short courses, mainly of a refresher or supplementary nature, as required by Information Officers and trainers of information workers at different levels; and (c) a Staff-College course for a small number of promising Information Officers and executives concerned with national development.

- The research programme of the proposed Centre might well begin with a conference to determine the communication research priorities of the national development programmes. Research should be : (a) As useful as possible to the action programmes in the field; and (b) help to train additional research men to contribute to the efficiency of developmental information work.
- The proposed Centre should endeavour to make available to developmental agencies, universities, and information media all that has been learned from previous research and experience about effective mass communication. So far as possible, these previous findings should be interpreted in terms of India's problems and conditions.
- It is recommended that the proposed new Centre be an autonomous Government undertaking. It should aim at a very high quality of staff and work; should be prepared to train some members of its staff; and should aim, not at monopolizing high competence in mass communication, but rather at spreading this competence as widely as possible.
- It is recommended that attention be given as speedily as possible to certain other measures (to many of which the resources of the proposed Centre will be able to contribute). Among these are intensification of information work at State and local levels, greater use of radio for national development, measures to combat newsprint shortage, development of rural and wall newspapers, broader use of present training facilities for documentary and instructional films, and continuing assessment of technical advances in communication.

## **MASS COMMUNICATION AS INSTRUMENT FOR NATIONAL DEVELOPMENT**

### **I. Importance of Mass Communication in National, Economic and Social Development**

When we speak of communication in the following pages, we mean the flow of information and persuasion through a society. By mass communication we mean the use of the mass media and other devices to communicate with very large numbers of people.

Communication is the fundamental social process. Without it there could not be a society. It is only by means of communication that the people of a new nation can be bound together. It is only through adequate communication that leaders can lead, and that the people can obtain the understanding and guidance they need to take part in national development. It is only through communication that persuasion can be brought to bear to change ways of living and working from traditional ways to those of an advancing culture.

Any movement as broad and far-reaching as national economic and social development requires the active and purposeful use of many different channels of communication—person to person communication, word of mouth communication, communication in organized groups, and the communication by the mass media of print, broadcasts, and film.

Effective use of the mass media to carry developmental communication and inspiration to large numbers of people—on a timely basis, with the necessary frequency, and in useful forms—is important to every Nation that wants to speed its economic and social development. The mass media in their various forms represent the only way that leaders can reach large populations directly, frequently, and economically. They are an efficient way to disseminate information widely and to multiply the effectiveness of scarce resources such as teachers, subject-matter specialists, and extension demonstrations. Thus they are key aids in national development.

An efficient mass information programme is prerequisite to the successful conduct of all large-scale economic and social development programmes. Indeed, efficient communication is as essential as any other aspect of development, because it has the power to mobilize human resources and thus speed the process of growth and change.

It is true that some kinds of information are able to sweep through large masses of people rather easily. This was seen in India, for example, with some of the news during the time when independence was being won and again with the news of the Chinese aggression. But these were great national events with high emotional content. Development information is not generally of that type. A long continuing flow of detailed facts and guidance to assist development cannot be counted on to reach the people who need it, when they need it, in accurate and effective forms, unless special efforts are made to direct and deliver it.

### **II. The Special Importance of Mass Communication in India's Programme of Economic and Social Development**

National development requires an enormous number of decisions, many of them hard to make and even harder to implement. Some are made by Government, such as decisions to allocate national resources, set priorities,

specify production goals, and manage the budget. But most of the innumerable actions on which development ultimately depends are actions by individuals and small groups. Their decisions to take action cannot be made by officials, but must be made by individual citizens on the basis of their own knowledge of, understanding of, and interest in specific measures for improvement. These are the decisions to learn new skills, to pursue new activities, to adopt new practices, to build new strengths into social institutions, to adopt different health and home practices, and, in short, to do their individual parts in building a better and stronger Nation.

The more democratically a Nation is governed, the more important these individual decisions become. In the case of India, they are particularly important. One reason for their importance is that so many people must make them. In a Nation of 440 million people, crores of individuals must decide to play their parts in national development. These people, living in over 500,000 villages, as well as in many towns and cities, have long been divided into castes, religions, language groups, and still smaller social units. These circumstances make it difficult, but also important, to bring about a truly national set of decisions and actions oriented toward development.

More significant, however, is the fact that India's development is proceeding in a framework of democratic freedom. India maintains a free press and guards zealously its philosophy of political freedom, the dignity of man, and the right of individuals to differ from others. The Nation's democratic growth is creating a citizenry which is learning to participate actively in local, State, and national affairs, and to operate under democratic leadership. Thus India's development is a vast school of citizenship, as well as an economic enterprise. And democratic development requires that the hundreds of millions of developmental decisions on agricultural practices, new skills, and new ways of living be *real* decisions by individuals and groups—not mere pro forma ratifications of decisions made by others.

To provide a basis for these decisions by the people, an adequate flow of information to the public is a primary essential. The need for a broad flow is important now—and its importance will increase. A free nation must rely on informing its people fully about needed actions and on inspiring and motivating the public towards these actions. There is no reason to think that the desired developmental decisions will be made by individual citizens or by groups of them—indeed, that they will take any developmental decisions at all—unless the ways and benefits of action are made clear to them. Nor is it sufficient for the Central or the State Governments to say what the broad problems and means of development are; each problem must be interpreted to the citizens in terms of their own needs, capabilities, and previous knowledge. It seems likely that, up to this time, a large proportion of the people are still largely uninformed regarding many problems on which they are expected to take decisions. They must be informed clearly, taught thoroughly, and in some cases persuaded to adopt new views and lines of action.

Furthermore, it is necessary that this information be fitted to the realities of economic progress, programmes, and needs. The information task is to promote progress under existing limitations of supply, etc., not to awaken desires that cannot be satisfied on an orderly basis. For example, it would be useless to urge a cultivator to use more fertilizer unless fertilizer is available where he can get it and unless credit is available, if necessary, so he can buy it. Also, it would be useless to talk of the advantages of literacy to



illiterates if they cannot obtain literacy training and cannot get reading material.

India's development task is so great and her population so large that only by the most efficient possible programme of public information—necessarily emphasizing *mass* communication—can she hope to reach her people often enough and effectively enough to activate, on the needed scale, decision processes and subsequent actions in the cities, towns and villages. Unless India uses efficient and productive means of communication with her people, her economic and social progress will be delayed.

The problem of adequate information and effective communication is thus as crucial as any of the major problems of economics or resources. As a matter of fact, it is a problem of resources, because the task of communication is no less than that of mobilising *human resources* in support of the national development effort.

### III. Rate of Progress

India has made great progress since 1947. This is reflected in terms of more children in schools, higher literacy, increased industrial and agricultural production, development of local self-government, and other advances. The question is not whether development is going forward in a significant way, but whether the *rate* of development is sufficient to overtake the growth of population and meet the increasing demands of the economy. There is a limit to the financial and physical resources that can be invested in development work. There is also a sharp urgency for shortening the time required. Therefore, much attention must focus on the human resources. It is our view that the proved power of communication can be used effectively to mobilise these human resources for concerted action toward improvement and development.

### IV. The Nature of India's Communication Problem, Resources, and Needs

In broad terms, the communication problem in India is one of great numbers, many languages, low levels of literacy in wide areas, a society in which manifold social rigidities have perpetuated division rather than unity, and communication facilities and personnel which are inadequate in size and numbers. In more specific terms, we can suggest the nature of the communication barriers to the success of some of the most important developmental programmes :

(a) *Agriculture* : The new ideas and information that are basic to the national developmental programme in agriculture come as a disturbance to traditional production methods and goals, to old attitudes and values in the villages and to the conservatism of traditional leaders. Many older and more conservative people, often illiterate, are placed by the joint family system in positions of great family influence. New ideas are hard to accept because they come from a distance, and are often hard to understand because of the new skills and scientific attitudes that are involved. The land tenure pattern in some areas tends to confuse the cultivator's decision-making and action. Also, the difficulty of gearing improvement information into local availabilities of supplies and equipment often results in frustration.

In this situation the Village Level Worker, now chiefly working on agriculture is a key figure. But there are not enough adequately trained and equipped Village Level Workers to handle this technical assignment without additional information support. There is a general paucity of reference materials and subject-matter informational support for the V.L.W. Too

little technical and motivational information is now fed to the villages and the public, by mass media or otherwise, to effectively support the informational and instructional work of the V.L.W. There is, in general, a serious lack of mass media agricultural information which is geared to needs of the cultivators, or which moves to the cultivators in an effective way. Only a slight trickle of the potentially great flow of agricultural information actually reaches most villages and villagers.

Some obvious needs are for more use of mass communication directly to the villagers, better training at all parts of the information channel, more and better material which the V.L.W.s and other development workers can use in carrying out their responsibilities, use of such media as radio for fuller service to rural people and Extension workers, more information about the target audiences of the development programme, and pre-testing and evaluation of information programmes and materials.

(b) *Family Planning* : Family planning information is highly personal. It challenges ancient attitudes and value systems involving the security derived from having large families and the unwillingness to interfere with natural processes. The changes in attitudes and behaviour which are sought in the family planning programme are necessarily difficult to accomplish, yet the flow of family planning information to urban and village public is very small. The V.L.W.s have little time for this in the villages, the Social Education Organizers are relatively few, and primary health centres are not yet available in large numbers. Much of the programme depends on volunteers. Of all development programmes, this one requires the most of expert person-to-person communication, but the needed supply of trained workers is not available. There is also a shortage of film and other media material to support the direct flow of information and persuasion. There is a need for much more accurate knowledge of target audiences and of the motivations and knowledge which might make these audiences more favourable to the desired actions. Above all, success in the family planning programme will require study, planning, and a massive sustained campaign.

(c) *Adult Literacy* : The ability of people to obtain and interpret information is basic to the success of all development programmes. This ability is greatly increased, of course, when people are able to read. There is no doubt that most of the literacy gain India is now making is being made by the higher percentages of children in primary school. Not enough literacy training is now under way among adults to make any great improvement in adult literacy. The question arises, therefore, whether the present generation of adults—the millions who will hold the chief power of individual decision-making for the next decade or more—are going to live out their lives in illiteracy, largely insulated from the information they need in order to cooperate effectively in development. If this is not to be the case, the literacy problem must be re-examined and a literacy campaign must be given adequate support.

Some of the key questions that suggest themselves are : How can the national gains in adult literacy be increased? Could literacy be extended as a matter of general practice to all Panchayat members, at the least? Could mass instruction methods be created and used with the aid of mass media—e.g., print and radio together? Is it possible that more non-governmental organisations could be effectively involved in teaching people to read? How do you motivate people to work on the literacy front, using, for example, the Lauback method of “each one teach one” to increase

literacy by arithmetical progression? (Perhaps India should adopt the scheme, used successfully by many other countries, of having volunteers teach literacy).

Clearly, more training, more personnel, more facilities will be required if such a campaign is to succeed. But first should come replanning, supported by research and field trials.

(d) *Education* : The problems of education in India are many and cannot be considered in detail here. They include, for example, the problem of how to direct education more largely to careers other than the civil service. But two of the largest problems—numbers and quality—require planning and development of mass communication for use in education. As increasing numbers of pupils and students flood into the schools, it becomes ever harder to maintain instructional quality and to offer expert teachers and a sufficient curriculum everywhere.

Radio can be used as a means of sharing expert teaching more widely and of offering help to schools less fortunate than other. This would involve the preparation of exceptional teachers to teach on radio, and of other teachers to use radio in the classroom. It would also suggest the possibility of revising texts and supplementary materials for their use with radio. Further, the introduction of programmed instruction into the schools merits careful consideration : the opportunity it offers for systematic learning by the individual student could help close the gap caused by shortage of qualified teachers.

In the area of adult and continuing education, the mass media—print, film, and most especially radio—open up a wide world of ideas and cultural experience to people in urban and village centres. They can perform a major role in education of the Nation.

(e) *Health and Welfare* : Essentially, the question here is one of the size of the communication problem in relation to the size of the efforts made. The objectives of some health campaigns may be achieved largely by administrative decision and action—for example, malaria control, an effort which was planned and conducted on a scale equal to the problem. Such a problem may often be easier to deal with than, for example, agricultural and community development, because it requires fewer personal decisions by the beneficiaries and calls for relatively little initiative by individual participants. Campaigns such as those for small-pox vaccination, or for installation of new wells or latrines require many individual and group decisions. In many cases, these come up against negative attitudes and barriers of custom, and may require unfamiliar skills. The problem then becomes one of how to create a favourable climate of opinion, of how to reach the villages with a sufficient number of personal and media contacts, and of how to maximize the effect of the materials used. At present, the facilities and information programme are inadequate to accomplish swift or far-reaching changes.

(f) *Industrial and Urban Development* : The growth of industry requires the learning of many new skills by many individuals. A country in a hurry cannot afford to have all these skills learned entirely through apprenticeship, on-the-job experience, and individual instruction. Advanced countries have more and more used modern communications to speed up the process of preparing workers for industrial and defence production. Their industries and industrial schools use filmed teaching, radio and television teaching mockups and models, programmed instruction, and other means which give the

workers in a short time the information and practice they need. Furthermore, full use of the mass media of communication in projecting the contributions of both labour and management to economic growth and development tends to improve employee-employer relations and makes for industrial peace and effectiveness.

As India industrialises more and more and as its work requirements become more and more demanding, its needs will become ever more urgent for urban improvement and development. Like rural development, progress here will depend upon many individual and group decisions based on adequate information.

(g) *National Integration and Defence* : India has long represented a pattern of diversity within unity, and as a Nation it can develop in either direction. Its many languages and language areas, the wide emphasis on small group rather than large group unity, the premium on "differentness", and so forth—are aspects of the problem of building national unity and harmony.

This problem presents a challenge to communication, including mass communication, at all levels. Without subordinating the individual cultures and languages within the country, communication must be used in the most expert and effective way to bind the people together by ties of common interest and mutual understanding and appreciation.

If unity is emphasised and fostered, national strength will grow and will be reflected in a strengthening of more parts of the country and the society. This, in turn, will further increase unity. If people can be made more aware of their essential unity, the resulting motivations can be channelled into constructive action. All suitable occasions should be used to make clear the citizen's part in national development and in the building-up of national strength. Important planning and research are needed here. The mass media can be used to encourage people to talk together, to become aware of each other's heritage, to learn a common language (language teaching by use of the mass media is highly developed in some countries) and to employ unifying factors for progress in national development.

(h) *External Information* : The decision has been made to recruit press officers for India's embassies abroad from the career service, rather than from newspapers and other communication enterprises. Additional communication training for these officers will be required. The foreign exchange problem has made it more urgent to attract tourists. Also there is a continuing need to promote better feeling with other countries. All these point to the need of adequate information facilities, trained people, and suitable informational materials.

### *India's Communication Resources*

It is easy to see wide gaps in the communication service with which India is supporting her programme of economic and social development. The service is too small for the job : too little purposeful information is reaching either the cities or the villages : there is too little attention to what really happens as a result of communication : the content of the information flow is not always optimum, and the media and combinations of media used are not always the best ones : there is lack of articulation between mass media and person-to-person programmes : there is an incomplete use of mass media to multiply scarce development resources : there are failure to use

motivational forces adequately : there is a lack of understanding of the audience factors which could furnish a better grasp of motivational opportunities; there is lack of "feedback" knowledge of results of information techniques, materials, and campaigns. In general, there is a lack of awareness and use of the science of communication research as a guide to information operations.

At the same time, it must be emphasized that India has made great progress in developing a broad-scale communication system and that it has built up important resources in this field. These resources include :

- A nation-wide network of Community Development and Agricultural Extension workers extending down to the villages ;
- A national radio system with 31 stations of origin and several relay stations broadcasting to 3,000,000 receiving sets ;
- Public information officers extending down as far as the districts, with some field units reaching still farther ;
- One of the largest entertainment film industries in the world, producing 320 feature films annually ;
- A documentary film unit of the Government producing almost 100 titles annually ;
- A growing school system with compulsory attendance for children 6 to 11 years of age, and 1,800 well-filled colleges and universities ;
- Nearly 600 daily newspapers with a circulation of 5½ million copies, and 2,000 weekly newspapers totalling 5¼ million in circulation.
- A large printing industry.
- A large and growing book publishing industry ;
- A number of vigorous private organizations which have communication as one of their chief functions.

The problem, therefore, is how to build on and develop these resources further. The basic needs are for :

1. Continuing planning for the best management and use of available information resources, and especially for adequate communication support of economic and social programmes.
2. A continuing programme of mass communication training, to provide communication expertness at many levels.
3. A continuing programme of communication research geared into development-action programmes, so designed and phased as to first meet short-term needs, and then long-term needs, and to furnish the largest amount of useful "feedback" to policy makers and communicators.
4. A planned and scheduled development of information facilities, resources, and channels. Meeting the full range of India's communication needs would be impossible except through an ordered progression in communication development, designed with attention to priorities and in keeping with the Nation's progress as a whole.

## V. The Basic Recommendation

The above are long-continuing needs. They will require action on a variety of fronts and in accordance with shifting priorities, over time. No one action or small group of actions can solve all the problems.

The most useful single action we can suggest is the establishment of a continuing institution or organization to guide and energize the needed development in mass communication. It should provide a source for the high-level training and the expert research and consultation which communication development will require. Such an institution, not large in itself, would be a basic resource for continuously fostering the growth of communication effectiveness. It would thus make a large and growing contribution to national development.

This, then, is our basic recommendation :

*We recommend that a Centre for Advanced Study in Mass Communication be established in India, with responsibilities for consultation, training, and research and development, particularly in the use of mass communication in support of national economic and social development.*

## VI. Functions of the Mass Communication Centre : Consultation

The proposed Mass Communication Centre can be of broad and continuing use to India by providing consultation services in areas where it has expertness and experience. For example, the new Centre might :

- (a) Be available, on request from the Planning Commission, the Ministries, or Planning Boards of the States to advise on long-term plans for the orderly and appropriate development and creation of needed communication facilities and resources, training opportunities, institutions, and organizations that are required for national development ;
- (b) Be available, on request, to advise agencies of the Central and State Governments on the appropriate and effective uses of communication of all kinds in support of programmes of national development in agriculture, health, education, and the like ;
- (c) Be available, on request, to help agencies of the Central or State Governments, or universities, or private media, in planning and designing communication research in support of national development.

We hope that the administration of the new Centre would detail some of the staff, at least part-time, for rendering of consulting service in fields where their expertness principally lies. The number of persons and time needed for this work would depend on the number of calls for such consultation. We should expect that within a few years it would be necessary to detail several staff members full-time to advisory functions. However, the proposed Centre can maintain a considerable amount of flexibility, inasmuch as its staff would be made up of experts who can be relieved from a certain part of their teaching and research if they are needed for consultation services. Furthermore, many of the problems dealt with will be of the kind that the proposed Centre would be dealing with continuously, and of the kind which the advanced students might profitably be asked to work on as a part of their study and training. Thus the consultative responsibilities of the new Centre would contribute to its cohesion and prevent the activities of the organization from becoming remote from the real and urgent communication problems of the Nation.

The first of the consultative areas suggested above is especially important. The effective development and use of the communication resources of a large, complex, and developing Nation like India is a large and complicated problem. This area is, of course, in the domain of the Planning Commission and of the Planning Boards of the States. It is anticipated that these organizations might look upon the advisory capability of the Mass Communication Centre as a highly expert and unbiased resources, and that they might call upon this Centre occasionally to make a staff study, in cooperation with the Ministries concerned, of some problem in the long-term development of the mass communication system of the country. For example, such a study might assist the Planning Commission or Boards in identifying priorities for the expansion and addition of mass communication facilities, in deciding what new facilities should be acquired and how to obtain them, in assessing the funds needs, in outlining effective and economical procedures for the use of new facilities, and so forth. The purpose would be to direct as much experience and expertness as possible toward the orderly development and effective utilization of mass communication.

The second advisory task suggested above has to do with providing assistance and consultation in the strategies and tactics of communication activities. The proposed Mass Communication Centre should be the custodian of a great deal of knowledge of research results and of a great deal of experience with practical communication. It would seem a waste of some of this capability if it were not available, on at least some occasions, to contribute to the planning of campaigns and information programmes of special importance in national development. This service would be made available at the request of the Ministries, Government agencies, and organizations which are responsible for development programmes that require information support. Such assistance would be especially valuable in the case of those programmes that present difficult problems and require expert communication assistance. The varied expertness of the Centre's staff might be called upon as needed, and the advanced students might well be involved in problems which would contribute to their further practical training.

In such advisory and consultative work as we have just been discussing, questions like these might arise : What are reasonable objectives which one might expect to achieve in a given area ? What is known about the chosen target audiences ? How much communication power will be needed to accomplish the defined objective ? What are the time requirements ? What are the most appropriate and effective media, or combination of media for reaching the objective and the intended audiences ? What informational content, themes, and appeals can be recommended ? How much repetition and variation of programme information will be needed ? What kinds and amounts of materials will be needed ? And how can they be delivered ? How can the mass media parts of the programme best be coordinated with field activities ? How can the effectiveness of the campaign be measured, and how can the information be recorded for use in later activities ?

Tasks of this kind might well lead to research by the Mass Communication Centre. For example, the research staff might pre-test certain trial versions of films, radio programmes, posters, bulletins, and the like, before these are produced in quantities or broadcast to the public. The research section would also take part in the evaluation and assessment of the results of certain campaigns.

The research section probably would represent, for a time at least, the largest concentration of communication research talent in India. Therefore,

it could well advise and assist others in planning communication research. Thus it could contribute to the Mass Communication Centre's objective of spreading such research capability throughout the country and encouraging other researchers from the Government, the Universities, and the private media, who want to engage in communication research.

This consultative service will require initiative and imagination of a high order, technical competence, a command of the existing research, and acquaintance with conditions and problems in India. These requirements emphasize the need for staffing the proposed Centre with the most competent communication specialists who can be found in India and the rest of the world. The faculty of the new Centre should not only be academically able but also should be of proved practical competence, if they are to measure up to the real and important demands that are sure to be made of them.

## **VII. Functions of the Mass Communication Centre : Training**

*Brief Summary of existing communication training, and of special needs for additional training in the Ministry of Information and Broadcasting and State Departments of Information and Publicity.*

Most of the informational training given within the Ministry of Information and Broadcasting, except for brief orientation, is in-service and on-the-job. However, specialized training for appropriate staff members is provided by All India Radio in broadcast skills and radio engineering. The Song and Drama Division also develops and trains teams for preparation of scripts and songs and for dramatic performances.

The professional personnel of the State Departments of Information and Publicity are also trained mostly on-the-job, with occasional short orientation or refresher courses.

There is undoubtedly a need for a basic introductory course for all new officers appointed to the information services in both the Central Government and the States. Many officers already in these services also need further training. In addition, refresher courses from time to time are desirable for all staff members.

Members of the Central Information Service are transferable from one media unit to another in the Ministry of Information and Broadcasting. Therefore, they require a reasonably comprehensive knowledge of all media.

Most new employees in the Central Information Service of the Government of India and in the Publicity Departments of the States are required to have either some practical information experience or some journalism training before recruitment. A few join the service without journalistic qualifications. In many cases, new employees who have had previous experience still need further training in order to meet desired professional standards.

For new information personnel entering the Government service, a basic training course is needed to bring them up to a desired level of skill in communication techniques, to orient them to public information service, to give them an understanding of the communication process and how communication may be used to accomplish a purpose, and to provide at least an elementary knowledge of all media.

In addition to this basic training, each media unit of the Ministry of Information and Broadcasting has its own special needs. All India Radio has a need for training of some individuals in developmental programme



production, instructional methods, audience research, the utilization of radio in listening groups, schools, and other centres of use; in the dissemination of agricultural and health information, news broadcasts, and so forth. The Press Information Bureau's personnel have needs for additional training in journalism and public relations. In the Directorate of Advertising and Visual Publicity, there is need for additional training in advertising psychology, copywriting, printing, and production, exhibits, presentation and production, and display and advertising. The Publications Division's staff would profit from advanced work in editing, production, printing, use of pictorial communication, sales, and business management. In the Field Publicity Division, additional training in the field application of communication would be highly useful. The Research and Reference Division would be benefited by higher training in research library management and in the storage and retrieval of information. The Films Division staff would like further training in production and evaluation of documentary, instructional and training films.

It appears that most of this communication training, beyond the basic introductory course and some special short courses, should be given by the Divisions concerned—by means of internships or courses in universities or other schools. It is hoped that All India Radio will intensify and broaden its present specialized training.

#### *Food and Agriculture*

The Ministry of Food and Agriculture conducts seminars and work shops on information problems and agricultural Extension information, in several States each year. Certain on-the-job training is given in the use of information techniques. There is considerable need for additional basic communication training for the following :

1. For key officers and future officers at State and district levels of agricultural information service : Training in organization and conduct of agricultural information programmes from the Centre to the grass roots, including understanding of the information process, orientation to national development, production, distribution, and utilization of information materials of many kinds, and in the uses of person-to-person communication;
2. For trainers of Agricultural Information Officers : Advanced training in the communication process and, for a few persons, advanced training abroad.

Much of this work will doubtless have to be given by some part of the Agriculture organization itself, but the Mass Communication Centre should contribute to the advanced training of State Agricultural Information Officers and of instructional staff in the principles of communication, operations planning, and the field applications of agricultural information.

#### *Community Development*

The Ministry of Community Development, Panchayati Raj and Cooperation has a large and impressive network of training institutions and programmes. These are, among others, a Central Institute of Study and Research in Community Development at Mussoorie for top-level administrative and technical personnel; an Institute for instruction in Community Development; three Extension Training Centres for training of instructors

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and Panchayat Officers; a number of Orientation and Study Centres for Block Development Officers and Block Extension Officers; training centres for Social Educational Organizers and Village Level Workers and for Extension Officers in Agriculture, Animal Husbandry, Cooperation, Industries and Health; and a large number of short duration camps are held for training members of Panchayat Samitis and Block Development Committees.

We have not analyzed all of this in detail. However, it is evident that additional training in the communication process, centred on the question of how to use communication media and techniques to accomplish programme objectives, would be beneficial. The proposed Mass Communication Centre might help well offer special short courses on this topic for trainers of CD and Cooperative personnel, or attach specialist staff for short periods to CD training institutions to conduct intensive communication courses. The latter would have the double advantage of offering training at places convenient to the CD personnel and also of keeping the new Centre's staff close to field problems and field experience.

### *Health*

Central and State health education agencies are responsible for public education in the fields of health and sanitation. The extension health training system uses Information Officers in this service. Auxiliary medical workers also receive some training in health education during their two-year course.

The Family Planning Programme includes public education and motivation for family planning. A Communication Action Research Committee has been set up. Honorary Family Planning Education Leaders have been appointed in all States.

In the public health and Family Planning Programmes there is a need for personnel who have an understanding of communication processes and who are skilled in information methods and public relations.

### *Education*

The Education Ministry at the Centre and the Departments in the States have a network of training institutions and Teacher Colleges. The National Institute of Audio-Visual Education functions as a training, production, and research centre, and as a national clearing house for information relating to audio-visual education. A National Centre for Fundamental Education has also been established in New Delhi to train higher grade personnel for social education work, develop suitable techniques, and carry out research on selected educational problems.

Fuller advantage should be taken of the mass media, especially of radio and instructional films, to speed and extend the education process in schools and colleges and for the adult population. Radio particularly can be used to multiply the effectiveness of teaching resources, to extend the range of good teaching, to conduct in-service training of teachers themselves, and to contribute to general public education. Used in conjunction with printed materials, it can play an important part in adult literacy programmes and language training.

A small experiment in educational television is now being carried out in New Delhi. The time will undoubtedly come when television can be used extensively as an effective tool in education programmes at all levels of the educational system.

The efficient use of mass media for all these purposes requires that those using these media for development purposes be given special communication training in the instrumental use of communication—the use of communication to achieve a defined purpose—and in the technologies of the various media. Some teachers and adult education workers, as well as Information Officers, should be trained in script writing, radio and television production, microphone techniques, and demonstration teaching, so that they can work effectively in cooperation with the technical staff of All India Radio, with a full understanding of the potentials and limitations of the mass media.

Equally important is training for a large number of administrators, teachers, and adult education workers in the effective utilization of the mass media to provide favourable conditions for learning.

### *External Publicity*

The External Publicity Division of the Ministry of External Affairs is now facing the need for carrying out some information functions in India's Embassies abroad, using officers who have had no previous journalism experience. This follows the decision to draw future Public Information Officers and Press Attaches from the regular members of the Foreign Service.

Officers who are to be assigned information duties would greatly benefit from pre-service communication training, in addition to periods of in-service training with appropriate agencies of the Government. It may well be possible for the Mass Communication Centre to provide special short courses dealing with such topics as the principles of effective communication, basic journalistic techniques, public relations, foreign trade and tourist promotion, press relations, public opinion in foreign countries, etc.

### *Private Sector*

Looking at the private sector, it is apparent that most of the training for newspaper writers is on-the-job experience, although there are a few journalism schools, mostly one-year diploma (non-degree) courses in universities. The new Press Institute of India offers real promise for providing advanced training for journalists and management and editorial help and advice for small newspapers.

There is need for more and stronger journalism schools, for an infusion of mass communication research into these schools, for advanced training of journalism teachers, for attention to the problems and responsibilities of the press in national development, and for an attack on the problem of writing news for neo-literates.

The private sector film industry is served by three film institutes, and supplements these by a great deal of on-the-job training. These institutes are concerned almost entirely with entertainment films, not with instructional or documentary films. Training in production, distribution, and use of these latter forms is needed. And elsewhere, there is a need for more instruction in use of the communication process for development purposes. For the film medium as for the press, attention might be given through short courses or seminars to the responsibilities and opportunities in national development.

India has four regional schools of printing, supplemented by much apprenticeship training. There is need for more technical training in this field, especially at higher levels. The proposed Central Institute of Printing Technology—for advanced training, research, use, and development of new processes and methods in printing—would be extremely valuable. Pressing needs for such an Institute exist, in the mechanical composing of some Indian languages, the design of equipment, the teaching of printing management, and other matters.

Illustrative artists are now trained at art schools and commercial art centres. Photographers have technical and on-the-job training. Both of these would benefit from a basic introduction to purposeful communication processes if they are to be maximally useful in national development.

### *Training Programme of the Proposed Centre*

Even this necessarily incomplete summary reveals a range of needs for training in mass communication which is far greater than any single institution could or should undertake to meet. The great size of India, its many languages, and its federal system of government, all point to the importance of decentralized training. Therefore, the development of training at the proposed Mass Communication Centre might well be guided by the principle that the Communication Centre should do everything possible to assist and encourage good training in mass communication elsewhere. It should itself offer courses which would help to accomplish this end, as well as offer high priority courses which are not likely to be available elsewhere.

One of the responsibilities of the proposed institution should be to offer short courses or seminars on mass communication to people who *train* communicators, so that their teaching in the future may reflect this additional knowledge of effective communication. For example, the Ministry of Community Development, Panchayati Raj and Cooperation has suggested that staff members from the Mass Communication Centre might be assigned to give short courses on the principles of effective communication at the several training institutions where teachers of Village Level Workers and Extension Officers are prepared for their teaching assignments. If it proves possible thus to “train the trainers”, thousands of development workers whom the Mass Communication Centre could never train directly would be reached with needed training.

Not only the Ministry of Community Development, Panchayati Raj and Cooperation, but also the Ministry of Food and Agriculture, the Ministry of Health, all media units—of the Ministry of Information and Broadcasting, and all the Directors of State Information and Publicity Departments with whom we have had opportunity to talk have indicated their wish to use the training of the new Mass Communication Centre to help meet their needs. The Ministry of Education has also expressed interest in working closely with the proposed new Centre. The Division of External Publicity of the Ministry of External Affairs has also been interested in ascertaining whether the proposed Centre could be helpful to its Information Officers. It is clear, therefore, that the Mass Communication Centre will have an opportunity to choose from a number of possible training courses, in addition to those intended to “train trainers”.

This suggests other principles which might well be applied in determining the curriculum. For one thing, the emphasis in the training programme should be on the practical application of mass communication and

information in action programmes that will effectively support economic and social progress.

This further suggests that this Centre should emphasize an aspect of communication knowledge which is now relatively under-represented in communication training in India the aspect which we have called instrumental communication. This involves training in how to use communication to accomplish a defined objective, how to plan an effective information campaign, how to prepare and disseminate effective material for a given purpose, and the like.

And finally, it is suggested that while a few courses may have to be given regularly to meet recurring needs, the Centre should maintain maximum flexibility in its course offerings so that it can better meet changing needs and priorities.

With these principles and needs in mind, we suggest that the training activities of the proposed Centre be of three kinds :

1. *Basic courses, regularly repeated*—These might include :

**COURSE A**—Designed principally for new officers of the Central Information Service and of the State Departments of Information and Publicity. The course would consist of discussions, seminars, projects, lectures, and practical work. The period spent on media techniques would be flexible, depending on the previous experience and level of proficiencies of the student. The period spent at the proposed Centre should be followed by several months internship in various Divisions of the Central or State information agencies, and include at least several weeks with a field unit. The full course including the internship could be expected to occupy 9 to 12 months, though this period should be subject to review after detailed planning of the curriculum.

It is suggested that the curriculum should include study of the following subjects (This list of topics below will be expanded and detailed at a later time, following a curriculum study) :

1. Principles of effective communication
  - What one must know about the audience
  - How to be understood
  - How to be convincing
  - How an audience uses communication
  - How people learn, and how they are motivated to act
  - How to use communication to make a change in attitudes and behaviours
  - How to know the effect of communication and use; the results of research; public opinion evaluation
2. Orientation to national development
  - How economic and social development takes place
  - The part mass communication plays in development
  - India's plan for national development
3. Responsibilities of a Government information employee in a developing democracy

4. Organization of information functions and agencies in the Government of India and the States
5. Principles of public relations
  - The different publics
  - Getting information to various publics
  - Uses and functions of different media and communication channels
  - Special problems of dealing with different media
  - Responsibilities of a public relations representative
  - Maintaining a desirable image
6. Familiarization with different media and basic communication techniques
  - Characteristics and uses of different media
  - Practice in preparing effective developmental information materials, various kinds
  - Practice in writing copy for press, broadcast, pamphlets and advertising
  - Practice in editing for different media
  - Practice in writing copy and preparing information for different types of audiences and media.
  - General acquaintance with the printing process; handling copy for printing, proof-reading, and elementary lay-out.
  - Use of pictorial elements in print; picture editing, and understanding of process of block making.
  - Elementary practice in microphone techniques and making of tape recordings for field work.
  - Campaign planning and use of media in combination.
  - Use of traditional media; e.g., songs and drama, etc.
7. How to plan and conduct an effective information programme for
  - (a) rural, and
  - (b) urban audiences.

#### *COURSE B—Field Applications of Communications*

This curriculum (which for some personnel might be combined with Course A) should deal specifically with the problem of getting information through to designated target audiences. The course would be particularly appropriate for Information Officers working in field units or at district or block headquarters and for Extension Officers in all technical fields. Content of the course, which might extend over 3 to 4 months, should include the following (To be outlined in greater detail at a later time, following a curriculum study) :

#### Principles of effective communication

Social structure and belief and value system of the Indian village and their relation to the information programme.

Problems of communicating with illiterate people.

Problems of oral communication.

Material and media for communicating with rural people.

Problems of information supplies and equipment.

Operating and maintenance of information equipment.

Planning and conducting meetings.

How to assess results and feed them back into the information programme.

Problems of living and working under field conditions.

## 2. *Short Courses and Seminars*

We envisage the training programme of the proposed Centre as including a considerable number of short courses or seminars, designed to meet the particular needs of groups with common problems. This would also provide opportunities to feed the findings of field research into the training courses and demonstrate the application of research in planning and operating of information programmes. Courses could be repeated from time to time, if necessary, and need not always be held at the proposed Centre.

Examples of such courses might be :

An applied communication course for Agricultural Information Officers and similar workers in the urban and industrial field.

Communication training for Foreign Service Officers concerned with External Publicity.

Short courses in the principles of communication for trainers of Community Development workers.

Refresher courses for Central and State Information Officers.

Seminars for key Government figures and leaders of media organization on the role of communication in economic development.

Seminars for teachers of journalism, centering on research and theory

Short course for teacher-trainers on educational broadcasting.

It would be impractical for the proposed Centre to maintain sufficient permanent staff to teach all these courses. Therefore, it would need to have a nucleus staff of its own and to secure additional teachers as needed from Government, the universities, or the private sector.

In addition to conducting the above courses and others which might be organized in response to need, we hope that the Centre would be able to play host to certain conferences and seminars in the field of communication, other than those conducted directly by it.

## 3. *Staff College Course*

We recommend establishing a high level training course for a limited number of the most promising officers associated with mass communication in the Government services who appear likely to become policy makers and leaders in this field. We believe this could make a fundamental contribution to raising the sights of communication effectiveness in India.

We think of this programme as offering maximum freedom for such officers to read and study (especially in useful communication theory), to hear distinguished lecturers in this field, and to discuss with these lecturers

and with each other the communication problems of the country. We also envisage these officers being trained, as is done at many staff colleges, by being given communication problems to solve as individuals and in committees, with their solutions being analysed and criticized. Essentially, their activity would be in communication planning. Their studies might well contribute to the solution of current national communication problems. Their readings and discussions, as well as their problems solving, would prepare them for mass communication planning, management, operations, and policy making in their respective Ministries and agencies.

In training, as in research and planning, the Mass Communication Centre should emphasize practical problems. Theoretical concepts should be developed to points of practical application in the Indian context. The case method—including analysis, solution, application, and evaluation—commends itself for extensive use throughout the training programme. The collection and analysis of suitable cases for the training programme would be highly useful also for the planning and research divisions of the proposed Centre.

#### **VIII. Functions of the Mass Communication Centre : Research**

There is now very little communication research in India. The situation is unfortunate because such research is a chief source of knowledge of the audiences of information programmes and of what makes various programmes effective. Communication research supplements and deepens an Information Officer's resources of intuition and experience and contributes to the efficiency of his efforts.

In countries where communication research is well-advanced, it is used to help answer questions such as : What are the characteristics of certain target audiences ? What will appeal to them ? What information do they need ? How can they best be reached ? How can one predict, by pre-testing, the effects an information programme will probably have ? How successful is a given message or campaign with a certain audience ? What is it about a message that makes a certain kind of audience listen to it or read it ? What is it about a message that assists an audience to take desired actions ? How often must a message be repeated during a campaign before it has its desired effect ? How can uses of different media be best combined in a given sort of information campaign ? What is the relative effectiveness of different kinds of communication, in terms of given audiences and in terms of cost ? How does public opinion develop regarding various issues of change among various groups and in different areas ? These are only a few of the questions to which communication research helps to furnish answers. They are practical questions of special importance in India at the present moment.

Therefore, the proposed Mass Communication Centre should have a communication research staff to conduct research itself and also to promote and encourage communication research by Universities and others. The fact that so little of this kind of research has been done in India, and that there are so relatively few persons experienced or trained in it, leads us to make a few suggestions as to how this research staff might operate.

Useful communication research results are needed now to help guide present information programmes. One way to help make sure that first needs are met first would be for the research staff of the proposed Centre to start off by a conference or seminar with other communication researchers in India and officials of the agencies involved in development information.



Such a meeting, of perhaps one week in length, could review the Nation's needs and resources in this kind of research and set some priorities for the research that most needs doing. These priorities would be advisory rather than compulsory, but would help to separate urgent short-term needs from the less urgent or longer-term research. The research programme of the Communication Centre should be planned to meet as many as possible of the short-term demands early, so that these results can be helpful as soon as possible before the results of longer-term study become available.

In the second place, it seems advisable for the Communication Centre's research, at first at least, to emphasize research in connection with *action* programmes. If a qualified researcher can be attached to a project or campaign which depends in large degree on the dissemination of information, he can be of great help to that project and also obtain knowledge which will be useful in many later information activities. For example, he can devise ways to pretest information materials, study the audiences to be reached, and ascertain what techniques, materials, messages, and combinations of channels are effective. He can also provide the quantitative measurements of accomplishment which so few information campaigns are now able to get. In other words, the research officer can contribute actively to the *development* of effective campaigns. At this stage, research and mass communication development should go very closely together.

Because of the scarcity of communication researchers, the Communication Centre's research staff should use its own projects to train qualified individuals for research. It would be possible, for example, to use research interns on such developmental research projects. Also, it would be desirable at first to employ larger research staffs on these projects than otherwise might be considered necessary, so as to give more young researchers the opportunity to learn mass communication research by participating in it. In addition the new Centre should do everything it can to encourage and assist the carrying out of communication research of high quality in Universities and Government agencies. For a number of years to come, the needs of India for communication research are likely to outrun the capabilities for doing such research. Therefore, every effort should be made to add to research capabilities in the field and to spread them as widely as possible.

As in the fields of consultation and training, the Mass Communication Centre will need a very high quality of research staff. This staff would be training young researchers and, in effect, setting the standard for communication research throughout the country. India need not begin, as some other countries have had to, with crude and primitive communication research, but can start with the highest standard so far attained anywhere. From the beginning, it should insist on scientific standards of objectivity, reliability, systematic design, and quantitative treatment. If India is going to guide its information programmes well, the research must be accurate and dependable.

We should like to suggest a few of the broader topics which we hope the research staff can turn its attention, and to which the developmental research just mentioned may contribute. One of these is the question of motivation. All too little is known about how large population groups in India can be motivated to adopt new attitudes and practices, or to take unfamiliar actions which the economic development programmes expect of them. There is good reason to think that many of the motivations which are found in certain other countries do not apply here and, furthermore, that

there are considerable differences in motivation qualities among different Indian groups. Knowledge in these fields is of basic importance in designing effective information support for economic and social development.

A closely related topic is that of how ancient and firmly-held attitudes, value systems, and customs may best be changed by information programmes. It is difficult to make changes in traditional habits and patterns, and yet changes *must* be made if the Nation is to modernize. What kind of information campaigns, what channels of information, what appeals, what opportunities for discussion and action, will bring about such changes most efficiently and with most benefit to the individual and society?

Answering these questions will undoubtedly require the researchers to learn a great deal about a third broad and important problem—the interaction of the social elements and the individual elements in decisions to modernize behaviour and attitudes. It is not sufficient to know an individual's values and beliefs, his communication habits, and other things individual to him. It is equally important to know the groups to which he belongs, the values they hold, the customs they observe, and the ways they exert influence on their members. Who are the leaders? Whose viewpoint is influential? To what extent is an individual able to make a decision which is not endorsed generally by the group? The decision processes during economic modernization are very complex. It is necessary to understand them in their full complexity if information is to be used efficiently to speed modernization.

We should like to urge that the results of this Centre's research be made widely available, and in forms as easy as possible to understand and apply. This should be done with view to the needs of information planners and policy makers, as well as researchers.

#### **IX. Functions of the Mass Communication Centre : Reference Services**

The results of communication research in other countries are not readily available in India and for the most part have not been interpreted in terms of India's problems and audiences. For the most part, even the applicable communication research has not become available to information officials in such forms that they can readily use it.

Therefore, the proposed Centre should establish a reference collection of library of communication research and related materials for the use of information officers, teachers, students, researchers, and planners. The task of collecting books, journals, research reports, and communication materials might well begin as soon as the Mass Communication Centre plan is approved. In any case, the collection task should be well along when the institution begins to teach, to conduct its own research, and to provide consulting services. This Centre should subscribe to the chief journals which carry communication research. It might well establish relationships with some of the chief organizations doing communication research abroad, so that research results and reports can be received as early as possible and so that Indian researchers can be aware of what problems are being studied elsewhere. The new Centre should also try to build an outstanding collection of films, tapes, newspapers, journals, bulletins, posters, exhibits, models, and other examples of communication used in development programmes here and elsewhere. With this end in view, it could profitably establish close professional relationships with mass communication workers in other developing countries, so that materials and notes on their experiences can be exchanged.

The objective should be to make this collection as easily and widely usable as possible. Therefore, the reference section should not be merely a collecting agency, but should go actively into the task of making its collections useful. With the aid of the research and teaching staffs of the Communications Centre, useful foreign research should be interpreted and evaluated in terms of its meaning for India. Research reports and books should be abstracted so that users of the collection can see whether they need to read the whole document. For the same purpose, annotated bibliographies should be issued for the special needs of Information Officers, teachers, students, researchers, planners, and policy makers. Summaries of the research in particular areas of subject-matter might be published as needed, with some being written for the laymen rather than the expert. As a way of making its own and other research more widely useful, the Communication Centre might consider whether it should issue a quarterly or semi-annual publication, addressed to the people who are engaged in using mass communication in the development programmes.

If this reference section does its part well, no research of the new Centre need ever waste time and resources by seeking over again an answer which is already known; training and planning can make use of all that is known and applicable; and all activities of the proposed Centre will be richer in content and resources.

#### **X. The Mass Communication Centre : Administrative Considerations**

The following five guide-lines for establishing the proposed Centre are suggested :

1. It should be a *high quality* Centre, from the first doing work of the highest validity and observing rigid standards of quality in every aspect of its operations. Mere activity cannot impart validity, usefulness, and status to its work; only high quality can do that. India has one of the greatest communication problems of the world. The resources for dealing with it are necessarily scarce. Also, the time element is of very great importance. Under the circumstances, work of the highest validity, sharply focussed upon problems of priority importance, is essential. No effort should be spared to ensure that the training, research, and other activities of this Centre, directed at the problems of India, should be fully equal to any corresponding work done elsewhere. A useful aim would be that of making this institution one of the great Mass Communication Centres of the world. Such a Centre would greatly facilitate India's development and might also serve as a guide to developing Nations elsewhere, especially in South East Asia.

2. The Communication Centre should be an autonomous undertaking, operating in close association with the Planning Commission, the Central Ministries, the State Governments, other autonomous bodies, and interested private sector organizations and firms.

3. The Centre should be headed by a senior-rank Director of high administrative competence and with responsible communication experience. This official should be given brief specialised training abroad preceding his assignment. His permanent staff should be intensively pre-trained abroad, and later rotated with foreign specialists. The Communication Centre would thus be able to have a completely adequate staff during the period of training permanent staff, and would have the full benefit of the

experience and guidance of fully trained specialists in the field of mass communication. From the beginning, the proposed Centre should try to find the best qualified men in the world to fill its positions. It should train up Indians to fill these posts as speedily as possibly consistent with high quality standards. The purpose would be to develop Indian leadership of a high order in communication training and research.

4. Because of the considerable amount of advanced training that will be necessary, both at the proposed Centre and in countries where communication study began earlier, we suggest that arrangements to provide special help of these kinds be made with a foreign institution where such study is highly advanced. For the most effective training, Indian scholars should have special curriculum of graduate study abroad. Such study should be aimed, not at the problems of advanced countries, but specifically at the mass communication problems of India's development.

5. The proposed Centre should not be used to hold a monopoly of talent in the field of communication improvement in India, but to increase and distribute that competence as widely as possible. The effort of the Centre should be to train leaders who will lead and train others in the improvement of practical developmental communication with the people of India—leaders in this field in Centre and State Government agencies, universities, and the private sector. It should encourage and stimulate effective training and needed research by as many organizations in as many parts of the country as possible.

6. The proposed Centre should be active in encouraging the development of communication planning within India. It should be more than a theoretical institution. It should be active in improving the training of mass communication officers, in combining research with action projects, in assisting in tests and pilot operations, and in stimulating efforts to develop effective developmental and integrative communication. It should be the one institution in India which is concerned with all aspects of the improvement of India's mass communication for national development.

#### RELATION TO GOVERNMENT

With regard to what should be the relationship of the proposed Centre to Government, several considerations should be noted. For one thing, the new Centre should be open and accessible to all the Government Ministries and agencies it would serve, including those of the States, and all should be encouraged to make use of its resources so far as they wish to do so. Similarly, the proposed Centre should be open and accessible to universities and the private sector for some of their training needs and for research help and guidance, so far as they wish to avail themselves of these services.

Other things being equal, therefore, it appears to us desirable that the proposed Mass Communication Centre be established as an autonomous organization closely connected to the Government. Clearly, the training in the proposed Centre has to be essentially for Government Information Officers, its research would be ploughed back by Government Ministries and Departments into action, while its consultation services should be of considerable assistance to public institutions desiring counsel in their communication programmes.

## LOCATION FACTORS

Regarding the location of the suggested Mass Communication Centre, certain relevant considerations should be noted :

- (a) The institution should be readily accessible to officials of the Ministry of Information and Broadcasting, the Planning Commission, other Ministries and agencies of Government, and to the information employees of the Central Government who will make up a large proportion of its students.
- (b) It should be in a location to which visiting lecturers can readily be brought, where distinguished visitors can most easily be co-opted for short-time service, and where as many as possible of the mechanisms of media and of Government information are readily observable.
- (c) It should be in a place where adequate space, buildings, and services can be provided.
- (d) It should be in a place where the surroundings, climate, and amenities will enable students to attend the institution without personal hardship. Due regard to these factors will heighten the student's sense of privilege in attending.

The Mass Communication Centre will require a considerable building or buildings if it is to accomplish all the tasks suggested for it. Ideally, it should have staff offices, class and seminar rooms, a library, reading rooms, lodgings for students, food services, a projection room, a small theatre or auditorium if possible, typewriters and a few laboratory and practice rooms, a vidicon system if possible, audio-tape recorders, duplicating equipment, and a representative collection of mass communication instruments used in the field in India.

## NEXT STEPS SUGGESTED

Looking to establishment of this Centre, the following next steps are suggested :

1. Expert assistance should be obtained immediately in working out full details of the plan for the proposed Centre—specifying the curriculum in detail and deriving estimates of the staff, physical facilities, and budget that will be needed.
2. Arrangements should be made to get the future members of the staff trained as required and to secure the services of visiting experts for varying periods. As mentioned, it may be well to consider making suitable arrangements with an outstanding university or other institution abroad that is interested in India's communication problems. It will be desirable to start as soon as possible the programme of sending future staff members of the new Centre to the associated university or institution for advanced training abroad.
3. Obtain physical facilities for the institution.
4. The new Centre should begin promptly to assemble a research library on information work, as described above. The associated university or institution can help assemble the collection of materials from other countries and can furnish expert guidance in establishing a system of information storage and retrieval. The purpose should be to have as much as possible

of the pertinent research findings available when the training and research programmes start.

5. The first training course to be given should probably be the basic communication course for C.I.S. employees. As soon as possible, this should be broadened to include State information employees.

6. During the first year of the new Centre, a weekly seminar might profitably be held, made up of experts from appropriate Government agencies and other instruments of national development, with the purpose of assembling case studies and other teaching materials to make the courses as realistic and fruitful as possible.

7. As soon as research staff is available, the research programme should start with a seminar or conference composed of the best social research personnel in India, the research staff members of the Communication Centre, and visiting members of the development agencies, to identify priorities among research problems and the types of research effort which might most quickly be useful to the development programme.

8. The research staff should proceed as soon as possible to outline tests and pilot projects and get research into the field.

9. Throughout the life of the Mass Communication Centre, but most particularly during the first years, every effort should be made to maintain good internal communication—to feed research results at once into training courses and planning studies, to make these results, case studies, and curricula available speedily to the associated university or universities where advanced training of future Centre staff is going on. In these first years, of course, the usable knowledge of communication in India will be greatly increased. It is necessary that this increment be shared so that all the strands of development—training, research, planning—can make full use of it.

## **XI. Additional Recommendations**

The suggested Centre for Advanced Study in Communication can make a substantial contribution to solving the communication problems of India, but it cannot itself do the whole job. One of its important functions will be to identify these problems as they appear, assess their importance, and help in guiding plans for solving them. Some of these problems—notably in training, research, and planning—we have already mentioned. Now we wish to make a few recommendations and suggestions concerning some of other communication problems that are evident.

### **CENTRE-STATE ACTIVITIES**

Official responsibility for conducting development information/communication work is shared between the Central Government and the individual States. Many key services are provided by the Central Government, such as the broadcasts of All India Radio, the operations of field units of the Directorate of Field Publicity, and the provision of documentary motion pictures, visuals, posters, exhibits, and various publications.

The State Publicity Departments, State Agricultural Information Units, and District Publicity Offices distribute information materials supplied by the Central Government and also produce and distribute State-originated materials. Most of the task of utilization of communication materials in the field falls upon the State and District Publicity Offices, the field publicity units, and block and village level staffs of Community Development.

The multiplicity of languages in India and the widely differing local needs and circumstances in different areas, coupled with the need for frequent and timely dissemination of developmental-purposeful information over, broad areas, serve to emphasize the important role of the States in development communication. Mass communication services of the Central Government in New Delhi, though basically essential, cannot by themselves meet the full need for development communication at the State, district, block and village levels. Therefore, effective activity in and by each of the States is also essential, including continuous localized mass communication in the districts and blocks. Such localized work can greatly expand the effectiveness of efforts by block and village workers in development and help to close important gaps in local extension work.

For effective communication, the messages desired to be communicated must reach their intended audiences in the required volume and frequency. In village India particularly, it is necessary to assure a continuing flow of developmental information to large numbers of cultivators and villagers, with such information being put into locally effective forms. State and district action to improve and expand such communication should be encouraged and developed by all feasible means. Adequate staffing at the State and lower levels, both in developmental publicity and in agricultural information work, is needed. Active guidance and training are also essential. Staffing and equipping of information, production and distribution units at lower-than-State level seem necessary if development "messages" are to be carried effectively and often to the people of rural areas. The need here is not only for localizing information to fit local needs, but also for shortening the distribution channels so that effective distribution can become a practical reality.

Advisory, training, and other information assistance should be supplied to the States to encourage strengthening of their mass communication activities, State and local. Intensification of such assistance by all Central information offices would help importantly. Further assistance to information and extension workers in field locations in the States is essential.

The proposed Centre, working continuously for improvement of mass communication, could endeavour to expedite improvements of these kinds.

#### USE OF RADIO TO AID DEVELOPMENT

All India Radio has done a remarkable job of preserving and presenting Indian music and other cultural materials, in addition to presenting much developmental information. All India Radio is a resource of extremely great value for developmental communication. Intensification of radio use for this purpose is recommended. To this end, we suggest that the following be considered :

(1) That the benefits of developmental radio use be extended to major villages and towns as rapidly as technology affords, on an urgent schedule of phased expansion. Radio should be permitted to open up the whole outside world to the villagers. No other medium can do so as inexpensively and to such good effect as radio.

(2) That pilot local radio stations be set up in one or several selected Districts and be operated by All India Radio : (1) As an instrument for local development, particularly in agriculture, and (2) as a demonstration of the effectiveness and techniques of localized programming having close

identity with the listening audience. If possible, six districts should be selected for study—three of them provided with local radio broadcasting stations, the others left without radio other than what already exists. The problem of providing receiving sets and maintaining them will doubtless limit the number of broadcasting stations, but this itself is one of the problems to be studied and solved. The districts where the experiment is conducted might well be some of those cooperating in the Intensive Agricultural District Programme (Package Programme), where intensive development of agriculture is being sought and where district agricultural information staffs are posted. Some of these local pilot broadcasting stations might be provided by equipping some of the present radio relay stations with a small studio, portable tape-recording equipment, and a team of trained radio producers. These producers should be people with an agricultural orientation who can conduct experiments in local broadcasting, catering directly to the interests and needs of village people.

(3) That the coverage and service goals of All India Radio should be of this order : (1) 100 per cent coverage of India with a national programme service at the earliest possible date, and (2) a lower-power local station in each District by 1973. The two goals are mutually supporting. Radio is by all odds the best medium of mass communication for rural India. The high incidence of rural illiteracy, rural transportation difficulties, and the multiplicity of languages are among the key reasons for radio's superiority in this respect, although there are other reasons as well. Radio is most effective when it reflects the needs and interests of its primary audience. A combined national and local radio service will make for an informed, cohesive, developing country.

(4) That All India Radio add to its staff a certain number of programme planning and production people who are trained in various developmental fields such as health and agriculture—as well as trained in radio—so that more expert knowledge of the subject-matter can be applied at the points where radio programmes are being decided upon and prepared. In-service training in these developmental fields for some present radio personnel should also be considered.

(5) That All India Radio consider introducing into its schedule more of drama materials along the lines of the well-known "daytime serial", but depicting the lives of real people in situations familiar to everyone. This format applied to Indian village life would be likely to attract large and faithful audiences, and it would provide a vehicle for conveying much national development information and inspiration in a natural and palatable fashion.

(6) That All India Radio undertake to devise and test formats for the Rural Radio Forum and urban programmes with a view to determining the presentational pattern that makes for optimum interest and comprehension by the intended audiences.

*Integration of Radio into Schools* : The use of radio in the schools should be an integrated part of regular instruction and learning. Here the principal leadership and content competencies should be the responsibility of the educators, working with the technical assistance of people in All India Radio. Where radio can be used effectively to provide instruction that otherwise does not exist, to present subjects for direct learning by students, and to improve the quality of instruction and to train teachers, these programmes should be developed, serviced, and scheduled as a regular and



important part of curriculum. The excellent Bombay and Madras models should serve as examples. It is stressed that the mere incidental use of radio in the school cannot exploit the full potentials of the media for educational purposes.

*Radio for In-Service Training* : Radio could profitably be used as an in-service training medium for field workers, especially if localized programming becomes available and if receivers can be made available in sufficient numbers. Specifically, it is recommended that the Ministry of Community Development, Panchayati Raj and Cooperation and All India Radio create and broadcast on a regular basis a training course for Village Level Workers. Such a programme could be broadcast at an hour of low listenership and would give the Village Level Workers special instruction in agriculture, health, and other community development subjects and projects. The spill-over of information to other audiences would be a valuable by-product of the programme.

*Radio Manufacture* : As a matter of priority, encouragement should be given to establishment of an industry for manufacture of low-cost short-range transistor radio receivers, together with maintenance and repair services. It is widely believed that if a transistorized set could be made available for a price not too far above Rs. 50, there would be an immediate and broad market for them in India.

Attention is drawn to a current UNESCO project to encourage the manufacture or assembly of low-cost radios. Specifications have been approved by the International Telecommunications Union. With the cooperation of the Economic Commission for Asia and the Far East, an expert mission is expected to be operating in this region shortly to assist Governments in planning for such an industry.

#### BROADER USE OF DELHI EXPERIMENTAL TELEVISION PROJECT

The experimental television project at Delhi should be developed and improved to become a model for the constructive use of television in India. It should be used to set standards for the later development of television and to serve as a training ground for the use of television in accelerating national development.

The television project is now providing a useful service to a limited number of schools. With the addition of more receiving sets and a corresponding increase in capability for maintaining them, the quality of teaching could be improved in hundreds of schools within the coverage area of the present station. At the same time, a number of teachers and radio personnel could gain experience in making instructional television effective. Furthermore, these same sets could be utilized in an extended social education programme and for special daily programmes of literacy training, and on health, agriculture, family planning, language instruction, national integration, and related development topics.

It should be noted that the Delhi project offers a unique opportunity for All India Radio to create and test at some leisure a general informational and cultural television programme service for individuals and listening groups in advance of the time that television is introduced into India's large cities. The several hundred television families in Delhi area are starved for programmes to see and would form a responsive audience for programme experiments.

To make the experiments truly significant, more trained production and utilization manpower, improved studio facilities, and a more liberal schedule of acquiring and maintaining receiving sets will be required.

#### NEWSPRINT

Lack of an adequate newsprint industry in India causes a heavy drain on foreign exchange, restricts newspaper circulations and limits the low-cost educational function of the press in aiding national development. Serious as the situation is now, it will become much more so as time goes on and as increased literacy and development create a greater demand for printed material of all kinds, particularly for newspapers and books. A large domestic paper manufacturing industry is therefore of high importance. A similar demand for newsprint and other grades of paper can be expected to grow throughout the whole of South Asia, potentially the world's largest market for newsprint. A paper industry in India might well be able to produce for export, as well as supply home requirements.

If the main obstacle to newsprint production is the absence of appropriate fibres, it is recommended that as a matter of urgency, investigations be made into the possibility of establishing and establishing "tree farms" and identifying, if possible, varieties of quick-growing trees to supply the necessary wood pulp which might be added to the "short fibre" pulp available from other domestic resources. Some quick-growing varieties of pine in other warm countries have produced harvests in 8 to 10 years' time.

Another way to begin solving the problem would be to consider the requirements for getting wood pulp or paper from the Himalayas to other parts of India. There is no shortage of trees in that northern area, although transportation difficulties are formidable.

We appreciate that the development of the newsprint industry is essentially a responsibility of the Development Wing of the Ministry of Commerce and Industry. However, we feel that the Ministry of Information and Broadcasting can greatly assist in assessing the Nation's requirements for newsprint and in evaluating the importance of these requirements.

#### DEVELOPMENT OF THE RURAL PRESS

Local newspapers published in district, towns or villages can make a major contribution to the development of rural areas. Not only can they be a source of news which creates an informed public, but they can also be a powerful instrument for social education and play an integral part in campaigns for local improvements in various fields of development.

Such newspapers can also provide in interesting and regular form essential reading material for neo-literates.

It is, therefore, recommended that encouragement be given to the establishment and growth of rural newspapers, both daily and weekly, by means of sympathetic Government policy. The development of such papers could be assisted through allocation of Government advertising, and official printing, newsprint allocations, special telegraph rates for news services, special postal and rail rates for newspaper distribution, broadening of import licences, and provision of credit assistance for printing plants.

#### WALL NEWSPAPERS

Relatively few copies of newspapers are reaching most rural villages at the present time. However, most villages have some central place, either

indoor or outdoor, where villagers frequently gather and where posters are sometimes displayed.

Pending the establishment of strong rural newspapers with substantial village distribution, it is recommended that wall newspapers be produced where possible, preferably at the district level, once a week. These should be well illustrated, printed in large type with attractive display, use simple words, and cater for readers with low literacy levels. They should be as local as possible, and contain some news of district interest, a list of coming events, and topical articles on agricultural improvement, health, and other items of public importance. Content should be coordinated with current campaigns in other media.

Arrangements should be made for regular and prompt distribution of copies to every village—possibly through the post. A volunteer from each village should be sought to accept responsibility for displaying and possibly reading the paper aloud at the most appropriate places to achieve maximum attention and readership.

Experimental newspapers of this type could be commenced in several districts on a trial basis (possibly in Package Programme areas) and the system could be later extended to other districts as found desirable.

#### MOTION PICTURES

The Nation needs to make fully effective use of its mass communication resources in furthering economic and social development. In this task, motion pictures are a great resource and can be of vast and increasing service. This medium has been helpful in development, but could well be used more widely for purposeful developmental communication.

We were impressed by the physical facilities and the quality of instruction at the National Film Institute at Poona. It appears to be performing a useful training function for the motion picture industry. It might well be that the Institute's services could be broadened and extended to provide more training in documentary and instructional film-making in support of the informational services of the Central Government and the States. Such training would serve also an important and developing private sector working in the documentary field. In the documentary and instructional field, there could be more emphasis on 16 mm. film. This size of the film is likely to be used more than 35 mm. by the State documentary film divisions and perhaps generally for instructional films.

#### A MASS COMMUNICATION DEVELOPMENT COUNCIL

We suggest that the Central Government consider appointing a representative committee, which would have continuing responsibility for reviewing, promoting, and coordinating the development of mass communication and communication training on the widest possible basis. The Council should include representative of the Planning Commission, interested Ministries such as the Ministry of Information and Broadcasting, the Ministry of Education, and the Ministry of Community Development, Panchayati Raj and Cooperation, as well as representatives of the private media, the Inter-University Board, and other organisations concerned with India's development.

The Council should work in close cooperation with the Centre for Advanced Study in Communication, which could provide the Secretariat and

necessary services and facilities and take suitable follow-up action in accordance with the Council's recommendations.

#### USES OF ADVANCED TECHNICAL DEVELOPMENTS IN COMMUNICATION

A Nation that is short in technical equipment has an advantage as well as a disadvantage, for it can more easily jump to the most advanced technologies and equipment and skip over some of the older patterns and models.

It is suggested, that India establish a group of communication engineers to advise the Government on new and emerging communication technologies which might be appropriate to the Nation's needs. Such a group might consider questions like these :

1. How, if at all, might India use communication satellites economically and efficiently ?
2. How, if at all, might India employ the lesser light beams to distribute radio, telegraph, and television information ?
3. Should India plan for image orthicon television when television becomes available in the country, or should it use the more economical vidicon system in the early stages of television development ?
4. What can be recommended concerning the use of 8 mm. film ?
5. Should India emphasize video-tape recording and, if so, to what extent and at what level of equipment cost ?
6. Should India use rapid processing of 16 mm. films instead of or with video-tapes ?

These topics may now seem remote from the immediate problems, but in this age of applied science, what seems remote today has a disconcerting habit of being urgent tomorrow. By preparing in advance to deal with the newest technologies, India will save time and avoid mistakes. And it is not impossible that India might achieve technical advances which would enable her to short-circuit 10 or 20 years of communication development, and—as some countries have gone directly from ox cart to airplane—jump directly into the newest world of information systems.

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